

Message Text

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ACTION OES-07

INFO OCT-01 EA-10 IO-13 ISO-00 ACDA-12 AGRE-00 AID-05

CEA-01 CEQ-01 CG-00 CIAE-00 COME-00 DLOS-09

DODE-00 DOTE-00 EB-08 EPA-01 SOE-02 DOE-15 FMC-01

TRSE-00 H-01 INR-10 INT-05 JUSE-00 L-03 NSAE-00

NSC-05 NSF-01 OMB-01 PA-01 PM-05 SP-02 SS-15

ICA-11 /146 W

-----122381 010839Z /23

R 010659Z MAY 78

FM AMEMBASSY CANBERRA

TO SECSTATE WASHDC 3142

INFO AMEMBASSY PORT MORESBY

AMEMBASSY SUVA

AMEMBASSY TOKYO

AMEMBASSY WELLINGTON

HICOMTERPACUS

CINCPAC HONOLULU HI

USMISSION GENEVA

C O N F I D E N T I A L SECTION 1 OF 2 CANBERRA 3298

E.O. 11652: GDS

TAGS: EFIS, PLOS

SUBJ: SOUTH PACIFIC REGIONAL FISHERIES AGENCY

1. SUMMARY: DURING VISIT TO PT. MORESBY, FISHERIES TEAM HELD SERIES OF DISUCSSIONS WITH GPNG OFFICIALS, AS WELL AS DIPLOMATIC CORPS CONCERNED WITH SPRFA. GPNG POISITION NOT MARKEDLY DIFFERENT FROM THAT TAKEN AT FIRST ROUND OF NEGOTIATIONS. NPNG IS IN PROCESS OF POLICY REVIEW, LOOKING TOWARD PRESENTATION OF GOVERNMENTAL POSITION AT SPECIAL SPEC MEETING SCHEDULED FOR MID-MAY. GPNG FISHERIES OFFICIALS PRESENTED TEAM WITH DRAFT ORGANIZATIONAL DIAGRAM WHICH ENVISAGES SEPARATE SCIENTIFIC ORGANIZATION FOR HIGHLY MIGRATORY SPECIES. KEY ELEMENT IN GPNG POSITION REMAINS PRESERVATION OF FINAL DECISION MAKING POWER FOR NATIONAL GOVERNMENTS. END
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SUMMARY.

2. AMBASSADOR AND FISHERIES TEAM HELD MEETINGS WITH VARIOUS GPNG OFFICIALS, INCLUDING DEPUTY PRIME MINISTER CHAN AND DEPUTY SECRETARY OF FOREIGN AFFAIRS AND TRADE SABUMEI. PNG OFFICIALS LISTENED WITH INTEREST TO US PRESENTATION AND EXPRESSED VIEW THAT TEAM HAD CLARIFIED A NUMBER OF

ISSUES WHICH THEY HAD NOT UNDERSTOOD. THEY WERE INTERESTED IN PUNITIVE ASPECTS OF US LAW AND STATED THIS WAS AN ISSUE OF CONCERN TO THEM. COMMENT: PNG IS CURRENTLY ENGAGED IN SIMULTANEOUS NEGOTIATIONS WITH JAPAN FOR FISHERIES ACCESS AND STARKIST FOR THE ESTABLISHMENT OF A CANNERY IN PNG. THE TWO ARE LINKED IN THAT JAPANESE BOATS ARE EXPECTED TO PROVIDE PART OF CATCH TO STARKIST CANNERY AND THE SEMI-PROCESSED PRODUCT EXPORTED TO THE US. AN EMBARGO ON PNG FISH PRODUCTS BY US, OR THE PROSPECT OF IT, COULD DAMAGE THESE ENDEAVORS. DETAILED INFORMATION REGARDING THESE NEGOTIATIONS WILL BE FORWARDED SEPTE.

3. ON POLITICAL LEVEL, GPNG OFFICIALS NON-COMMITTAL REGARDING GPNG POSITION ON ISSUES, INCLUDING PARTICIPATION IN SPRFA BY US. IT IS CLEAR THAT MAIN THEME, HOWEVER, IS DESIRE NOT TO TURN OVER MANAGEMENT OF FISHERIES IN PNG ZONE TO INTERNATIONAL BODY. DEPUTY PRIME MINISTER CHAN INDICATED THAT GPNG WOULD COOPERATE WITH OTHER NATIONS IN THE REGION, WOULD BE WILLING TO PARTICIPATE IN A SPRFA, AND WOULD "CONSIDER" RECOMMENDATION COMING OUT OF THAT ORGANIZATION. IT WAS A POLITICAL NECESSITY, HOWEVER, THAT GPNG RESERVE TO ITSELF THE RIGHT TO MAKE DECISIONS REGARDING THE NATION'S FISHERIES. AT ONE POINT HE STATED THAT IT WOULD BE EASIER FOR HIM TO "SELL" A POLICY OF EXCLUDING FOREIGN FISHING FROM THE PNG ZONE, EVEN THOUGH THAT MEANT A LOSS OF REVENUE, THAN TO ALLOW AN INTERNATIONAL CONFIDENTIAL

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ORGANIZATION TO MANAGE PNG FISHERIES. TEAM DISCUSSED WITH CHAN AND OTHERS WHETHER PROVISIONS OF THE SUVA DRAFT MIGHT NOT MEET PGNG'S POSITION, SINCE MEASURES ADOPTED BY THE ORGANIZATION ARE NOT BINDING ON GOVERNMENTS FOR 90 DAYS, DURING WHICH TIME ANY GOVERNMENT CAN REJECT THEM. WITHOUT EXPRESSLY STATING IT, PGNG OFFICIALS INDICATED THEY WOULD NOT LIKE TO BE FACED WITH SITUATION WHERE THEY WERE ONLY ONES REJECTING A RECOMMENDATION, AND THUS SUBJECT TO POLITICAL PRESSURE FROM OTHER MEMBERS.

4. TEAM ALSO HELD LENGTHY DISCUSSIONS WITH PETER WILSON, DIRECTOR OF FISHERIES, AND OTHER TECHNICAL PERSONNEL. WILSON HAS PREPARED A POSITION PAPER FOR GPNG ON SPRFA, AND DISCUSSED IT IN SOME DETAIL WITH TEAM. WILSON IS PROPOSING TO SPLIT SPRFA AND CREATE SEPARATE ORGANIZATION FOR HIGHLY MIGRATORY SPECIES. SPRFA ITSELF WOULD BE A "CLOSED CLUB" OF COASTAL NATIONS, WITH MEMBERSHIP RESTRICTED TO THOSE GOVERNMENTS WHO RECOGNIZE COASTAL STATE TUNA JURISDICTION. THIS ORGANIZATION WOULD BE QUITE MODEST, AND WOULD, AMONG OTHER FUNCTIONS, ACT AS THE AGENT FOR THE SMALLER COUNTRIES IN FISHERIES MATTERS. THE HMS ORGANIZATION WOULD HAVE A SIZEABLE AND QUITE COMPLEX

STRUCTURE AND IN WILSON'S VIEW WOULD BE PRIMARILY A SCIENTIFIC ORGANIZATION TO ADVISE GOVERNMENTS. WILSON'S PROPOSAL ENVISAGES CREATION OF MULTIPLE RESEARCH CENTERS, A CENTRAL PLANNING ORGANIZATION, AND A CONSULTATIVE ORGANIZATION WHICH INCLUDES IATTC, IPFC, AND OTHERS. FUNDING WOULD COME FROM FAO/UNDP.

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C O N F I D E N T I A L SECTION 2 OF 2 CANBERRA 3298

5. DURING DISCUSSIONS, TEAM POINTED OUT THAT WHILE SEPARATING OUT HMS SEEMED LOGICAL, WE HAD DOUBTS THAT IT WOULD BE POLITICALLY ACCEPTABLE TO OTHER NATIONS. ALSO, STRUCTURE ENVISAGED BY WILSON UNNECESSARILY COMPLEX, AND FUNDING BY FAO/UNDP WOULD BE SEEN BY MANY NATIONS AS REMOVING CONTROL FROM NATIONS THEMSELVES. FINALLY, IT WAS INDICATED THAT IN ORDER FOR ORGANIZATION TO SATISFACTORILY MEET NEEDS OF US, IT HAD TO BE CREATED BY TREATY, AND PROVIDE FORUM WHERE NATIONS COULD REVIEW AND MODIFY MANAGEMENT RECOMMENDATIONS, AND ADOPT THEM THROUGH SOME FORMAL PROCEDURE PRIOR TO SUBMITTING THEM TO GOVERNMENTS. DISCUSSIONS WERE FRANK, AND WILSON INDICATED HE WOULD CONSIDER US POINTS IN INTERNAL DISUCSSIONS. HE PROVIDED TEAM WITH ORGANIZATION CHART AND WILL PROVIDE EMBASSY WITH FULL PROPOSAL WITHIN A FEW DAYS.

6. TEAM ALSO MET WITH BOTH AUSTRALIAN AND NZ HIGH COMMISSIONERS, AND SPOKE BRIEFLY WITH UK HIGH COMMISSIONER. ALL EXPRESSED CONCERN OVER FIJIAN POSITIONS, AS WELL AS

MOVEMENT OF GPNG TOWARD NEW CONCEPTS. AUSTRALIA AND NZ
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BELIEVE TWOTREATY APPROACH OFFERS BEST PROSPECT FOR SOLUTION AND PROBED TO ASCERTAIN US POSITION. WE RESPONDED BY POINTING OUT THAT US HAD MADE A PROPOSAL OF ITS OWN IN SUVA BUT THAT WE WERE WILLING TO CONSIDER ANY WORKABLE SOLUTION. IN THIS REGARD, PROPERLY DRAWN DUAL TREATIES MIGHT BE SATISFACTORY.

7. COMMENT. VISIT TO PT. MORESBY WAS MOST USEFUL, ESPECIALLY AT TIME WHEN GPNG IS REVIEWING ITS POSITION. TEAM BELIEVES DISCUSSIONS WITH CHAN AND SABUMEI SERVED TO RAISE THEIR LEVEL OF INTEREST REGARDING SPRFA AND PROVIDED THEM WITH ANOTHER PERSPECTIVE TO CONSIDER. BASED ON TECHNICAL LEVEL DISCUSSIONS, US AND PNG MIGHT BE ABLE TO REACH AGREEMENT ON FISHERIES ISSUES, SINCE PNG RECOGNIZE NEED FOR COOPERATIVE MANAGEMENT OF TUNA IN REGION. AT PRESENT TIME, HOWEVER, PGNG IS MORE CONCERNED WITH PRESERVING ITS FREEDOM OF ACTION, AND HAS NOT, AS A POLITICAL MATTER, MADE DECISION TO COOPERATE FULLY IN FISHERIES MANAGEMENT ORGANIZATION, MUCH LESS ONE WHICH INCLUDES THE US. AS EMBASSY PT. MORESBY HAS INDICATED, GPNG WILL BE DIFFICULT TO BRING AROUND, AND TEAM BELIEVES COMBINATION OF DIRECT BILATERAL CONTACTS AND OUTSIDE PRESSURE FROM OTHER SOUTH PACIFIC COUNTRIES WILL BE NECESSARY.
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